

Message Text

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ACTION EB-08

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IO-13 /083 W

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R 031459Z FEB 77

FM AMEMBASSY BONN

TO SECSTATE WASHDC 5298

INFO USMISSION USBERLIN

AMEMBASSY BERLIN

AMEMBASSY BERN

AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY PARIS

USMISSION NATO BRUSSELS

C O N F I D E N T I A L SECTION 01 OF 03 BONN 02068

E.O. 11652: GDS

TAGS: PFOR PGOV EAIR SZ GE GW US WB

SUBJECT: INTERFLUG OVERFLIGHTS OF THE FRG

REFS: (A) BONN 21158; (B) STATE 300744;

(C) STATE 299836; (D) BONN 20677;

(E) BONN 20573 (ALL 1976)

BEGIN SUMMARY: THE FRG HAS DECIDED THAT IT WOULD BE WILLING TO GIVE INTERFLUG OVERFLIGHT RIGHTS TO INITIATE TWICE WEEKLY SERVICE FROM SCHOENEFELD TO ZURICH, IN RETURN FOR LUFTHANSA TO MAKE AN INTERMEDIATE STOP AT BERLIN-TEGEL ON THE FRANKFURT-MOSCOW RUN. THE GDR WOULD ALSO BE EXPECTED TO GRANT OVERFLIGHT RIGHTS FOR RESCUE FLIGHTS TO WEST BERLIN. IN THE VIEW OF THE FRG, IT WOULD BE OVERLOADING THE CIRCUIT TO TRY TO OBTAIN PERMISSION FOR OTHER WESTERN AIRLINES TO FLY TO WEST
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BERLIN. ALLIED VIEWS ON THE PROPOSED FRG RESPONSE HAVE BEEN REQUESTED. END SUMMARY.

1. IN FEBRUARY 1 BONN GROUP MEETING, FRG REP (HENZE) INFORMED ALLIED REPS THAT THE FRG HAS NOW FORMULATED A TENTATIVE RESPONSE TO THE GDR REQUEST FOR OVERFLIGHT RIGHTS FOR THE PROPOSED ZURICH-SCHOENEFELD INTERFLUG

SERVICE (REF E). HENZE STRESSED THAT THE PROBLEM OF HOW TO ANSWER THE GDR REQUEST HAD BEEN EXTENSIVELY DISCUSSED AMONG THE RELEVANT FRG MINISTRIES. THE RESULT OF THOSE DISCUSSIONS WAS THE DRAFT REPLY WHICH HE PASSED AROUND TO ALLIED REPS. HENZE ALSO STRESSED THAT THE DRAFT WAS AN INITIAL EFFORT AND SOLICITED ALLIED VIEWS.

2. THE MAIN POINTS IN THE PROPOSED FRG RESPONSE ARE AS FOLLOWS:

-- THE FRG IS PREPARED TO GRANT OVERFLIGHT RIGHTS FOR TWICE-WEEKLY INTERFLUG FLIGHTS BETWEEN SCHOENEFELD AND ZURICH.

-- IN RETURN, THE GDR WOULD GRANT OVERFLIGHT RIGHTS TO LUFTHANSA FOR ITS TWICE A WEEK FRANKFURT-MOSCOW (TOKYO) SERVICE TO PERMIT THESE FLIGHTS TO MAKE AN INTERMEDIATE STOP AT BERLIN-TEGEL. SPECIFICALLY, LUFTHANSA WOULD BE ALLOWED TO USE THE FOLLOWING AIR ROUTES:

FRANKFURT/MAIN - BERLIN-TEGEL
EDDF-DF 6-R 11/UR 11-OKG-UR 11-FIR ETBS-UA
4-BERLIN/TEGEL
BERLIN/TEGEL-MOSCOW
FWE-SUI-UB 20-UR 11-UG 3/G 3-MOSCOW

-- IN ADDITION, THE GDR WOULD GRANT OVERFLIGHT
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RIGHTS FOR PERIODIC RESCUE FLIGHTS BY FRG-REGISTRY AIRCRAFT TO AND FROM BERLIN-TEGEL.

-- FINALLY, THE DRAFT NOTE CONCLUDES, THE FRG WILL GRANT OVERFLIGHT RIGHTS FOR THE INTERFLUG SERVICE AS SOON AS THE GDR GRANTS OVERFLIGHT RIGHTS FOR THE FRANKFURT-MOSCOW LUFTHANSA SERVICE AND THE RESCUE FLIGHTS AND AS SOON AS "THE NECESSARY PERMISSION FOR THE USE OF THE BERLIN CONTROL ZONE IS GIVEN BY THE COMPETENT AUTHORITIES."

3. HENZE SAID THE PRELIMINARY VIEWS OF THE ALLIES, IN PARTICULAR THOSE PROVIDED BY THE DEPARTMENT (REF C) HAD BEEN CAREFULLY CONSIDERED BY THE FRG IN REACHING ITS PROPOSED POSITION. HE MADE THE FOLLOWING OBSERVATIONS ABOUT THE FRG PROPOSAL:

-- THE FRG HAD WEIGHED THE DEPARTMENT'S SUGGESTION THAT THE LUFTHANSA STOP AT TEGEL MIGHT

NOT BE AN ADEQUATE QUID PRO QUO AND THAT IT MIGHT BE
DESIRABLE TO INCLUDE PENDING REQUESTS BY OTHER WESTERN
AIRLINES FOR GDR OVERFLIGHT RIGHTS TO WEST

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BERLIN IN THE PACKAGE. THE FRG HAD DECIDED, HOWEVER,
TO LIMIT ITS REQUEST, FOR ONE REASON BECAUSE IT HAS
THE RIGHT TO SPEAK FOR LUFTHANSA BUT IS NOT ENTITLED
TO ASK FOR OVERFLIGHT RIGHTS FOR AIRLINES OF OTHER
COUNTRIES.

-- THE BASIS FOR THE LUFTHANSA REQUEST FOR A STOP
AT TEGEL EXISTS IN THE 1971 AIR AGREEMENT BETWEEN THE
FRG AND THE SOVIETS.

-- THE FRG REQUEST IS A BALANCED REQUEST IN THAT IT
IS EQUAL TO THE GDR REQUEST, I.E., TWO FLIGHTS A WEEK
TO A SINGLE LOCATION. IF MORE HAD BEEN ASKED, IT WOULD
HAVE UNBALANCED THE REQUEST THUS REDUCING THE CHANCES
OF ANY PROGRESS.

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-- IF THE GDR ACCEDES TO THE LUFTHANSA REQUEST, IT WOULD BE "A MAJOR BREAKTHROUGH." IT WOULD BE EASIER TO GET GDR OVERFLIGHT RIGHTS FOR OTHER AIRLINES IN THE FUTURE. INTERFLUG WOULD PROBABLY ASK FOR ADDITIONAL ROUTES OVER THE FRG, AND THE FRG COULD THEN ASK FOR GDR OVERFLIGHT RIGHTS FOR OTHER WESTERN AIRLINES AS A FURTHER QUID PRO QUO.

4. HENZE SAID THAT HE SAW THE RISKS THAT THIS AGREEMENT IMPLIED. THE FRG HAD CONSIDERED THE EFFECT THAT SCHOENEFELD-ZURICH FLIGHTS COULD HAVE ON THE PROPOSED PANAM/BA TEGEL-ZURICH SERVICE. HOWEVER, SWISSAIR WOULD BE APPLYING IATA FARES, WHICH WOULD LEAVE PANAM AND BA IN A GOOD COMPETITIVE POSITION. IN ADDITION, WEST BERLINERS WHO WANTED TO GO TO ZURICH WOULD FIND IT MUCH EASIER TO LEAVE FROM TEGEL THAN FROM SCHOENEFELD.

5. HENZE CONCLUDED HE WOULD APPRECIATE RECEIVING ALLIED VIEWS AS SOON AS POSSIBLE. HE UNDERSTOOD THAT THE ALLIES HAD ALREADY AGREED IN PRINCIPLE TO LUFTHANSA SERVICE TO TEGEL IF THE OVERFLIGHT RIGHTS COULD BE OBTAINED. HE ALSO ASKED FOR VIEWS ON HOW SOVIET APPROVAL FOR USE OF THE BERLIN CONTROL ZONE SHOULD BE OBTAINED.

6. US REP ASKED FOR CLARIFICATION OF HENZE'S SOMEWHAT CONTRADICTORY STATEMENTS, THAT THE FRG HAD REJECTED THE IDEA OF ASKING FOR OVERFLIGHT RIGHTS TO WEST BERLIN FOR OTHER WESTERN AIRLINES AS A QUID PRO QUO FOR THE PRESENT INTERFLUG REQUEST BECAUSE IT WAS NOT COMPETENT TO SPEAK FOR THOSE AIRLINES, BUT THAT IT WOULD DO SO IF THERE WERE FURTHER INTERFLUG REQUESTS. HENZE'S RESPONSE INDICATED THAT THE BASIC FRG CONSIDERATION WAS THAT THE GDR WOULD REJECT SUCH A REQUEST AS BEING EXCESSIVE.

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7. UK REP (HITCH) ASKED IF THE FRG WANTED THE DEAL TO GO THROUGH. HENZE RESPONDED AFFIRMATIVELY AND SAID THAT OBTAINING PERMISSION FOR LUFTHANSA TO STOP AT TEGEL ON THE MOSCOW ROUTE WOULD BE AN IMPORTANT PRECEDENT. ON A PERSONAL BASIS, HOWEVER, HE EXPRESSED

DOUBTS AS TO WHETHER THE GDR WOULD ACCEPT THIS FRG
COUNTERPROPOSAL.

8. ALLIED REPS AGREED TO CONSIDER THE FRG PROPOSAL AND

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TO SEEK INSTRUCTIONS.

9. COMMENT: AFTER CONSIDERABLE INTERNAL DELIBERATION,
THE FRG HAS APPARENTLY DECIDED TO RESPOND TO THE GDR
REQUEST WITH WHAT IT FEELS IS A MODERATE, BALANCED
COUNTEROFFER. ALTHOUGH HENZE ASSURED US THAT THE FRG
WAS OPEN TO SUGGESTIONS ON THE DRAFT REPLY, WE SUSPECT
THAT THE MAIN POINTS AS NOTED IN PARA 2 ABOVE ARE
FAIRLY FIRMLY FIXED, INCLUDING THE EXCLUSION OF A
REQUEST FOR OVERFLIGHT RIGHTS FOR THIRD COUNTRY
AIRLINES. IN CORRIDOR CONVERSATION AFTER THE BONN
GROUP MEETING, BOTH HENZE AND MEICHSNER OF THE BERLIN
REPRESENTATION EXPRESSED THE HOPE THAT THE US WOULD
REALIZE THE IMPORTANCE OF THIS PROPOSAL AND WOULD

ALTER THE VIEW, EXPRESSED "AT FIRST GLANCE" (REF C)

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THAT A LUFTHANSA STOP AT TEGEL WOULD NOT BE A SUFFICIENT
QUID PRO QUO.

10. WE WILL BE DISCUSSING THE FRG PROPOSAL WITH
BRITISH AND FRENCH COLLEAGUES IN THE NEAR FUTURE AND
WILL FORWARD RECOMMENDATIONS. WE ARE SENDING THIS
PRELIMINARY REPORT SO THAT USBER AND THE DEPARTMENT MAY
ALSO BE CONSIDERING THE IMPLICATIONS OF THE FRG
PROPOSAL. IN ADDITION TO DETERMINING THE ADEQUACY OF
THE BARGAIN THE FRG IS SUGGESTING, THE ISSUE OF
OBTAINING AUTHORIZATION FOR LUFTHANSA ENTRY INTO THE
BCZ MAY ALSO PROVE DIFFICULT. WHEN THE ALLIES PROPOSED
IN 1974 A DISCUSSION OF MODALITIES FOR LUFTHANSA ENTRY
INTO THE BCZ, THE SOVIET RESPONSE WAS THAT THIS COULD
BE DISCUSSED ONLY AS A PART OF A DISCUSSION OF THE
ENTIRE AIR REGIME FOR WEST BERLIN (BERLIN 478,
MARCH 15, 1974). IT IS CONCEIVABLE THAT ON THIS
OCCASION THE SOVIETS, HAVING APPROVED THE INTERFLUG
REQUEST TO THE FRG, WILL BE MORE WILLING TO DISCUSS
LUFTHANSA LANDINGS AT TEGEL AS AN ISOLATED ISSUE. ANY
ALLIED APPROACH TO THE SOVIETS ON THE SUBJECT WILL,
HOWEVER, NEED TO BE PLANNED CAREFULLY.
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